

Message Text

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SUBJECT: DEFENSE MINISTER RICHARDSON TESTIFIES ON FUTURE OF
NORAD AGREEMENT

1. SUMMARY. DEFENSE MINISTER JAMES RICHARDSON TESTIFIED ON FEB 27 BEFORE PARLIAMENTARY STANDING COMMITTEE ON EXTERNAL AFFAIRS AND DEFENSE ON CANADIAN POLICY ON QUESTION OF CONTINUING DEFENSE COOPERATION WITH THE US AND PARTICULARLY THE FUTURE OF THE NORAD AGREEMENT. RICHARDSON REVIEWED BACKGROUND OF AGREEMENT, SAID THAT IT WAS IN THE INTEREST OF BOTH US AND CANADA TO CONTINUE THE AGREEMENT AND POINTED OUT THAT IT DOES NOT SPECIFY LEVEL OF COMMITMENT NECESSARY FOR IMPLEMENTATION. HE THEN REFERRED TO FIVE IMPORTANT GUIDING FACTORS RE RENEWAL (1) THE DIMINISHED BOMBER THREAT; (2) THE NEW CONTINENTAL AIR SURVEILLANCE SYSTEM NEEDED IN PEACETIME; (3) ENHANCEMENT OF CANADIAN SOVEREIGNTY; (4) REDUCED COSTS TO CANADA RESULTING FROM COOPERATION, AND (5) POSITIVE ASPECTS OF US-CANADIAN RELATIONS REFLECTED BY AGREEMENT. HE REPORTED THAT CANADA WAS CONSIDERING EITHER EXTENDING AGREEMENT FOR FIVE-YEAR PERIOD OR SEEKING OPEN-ENDED

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COMMITMENT WITH CANCELLATION CLAUSE ALLOWING TERMINATION

ON ONE-YEAR NOTICE. END SUMMARY.

2. MINISTER OF DEFENSE JAMES RICHARDSON OPENED HIS TESTIMONY WITH A PREPARED STATEMENT ENTITLED "THE FUTURE OF THE NORAD AGREEMENT." STATEMENT BEGINS WITH REVIEW OF PAST TESTIMONY BEFORE COMMITTEE IN APRIL 1973 REGARDING THE FUTURE OF THE NORAD AGREEMENT; ACCORDING TO RICHARDSON DEVELOPMENTS SINCE THAT TIME HAVE CONFIRMED THE NEED FOR CONTINUING CANADIAN-US AIR DEFENSE TO PRESERVE "STABLE STRATEGIC BALANCE BETWEEN THE SUPER POWERS" AND TO MAINTAIN SURVEILLANCE AND CONTROL OF CANADIAN AIR SPACE. RICHARDSON POINTS OUT THAT AGREEMENT IS NOT THE BASIS FOR OVERALL COOPERATION BETWEEN THE TWO COUNTRIES SINCE BILATERAL DEFENSE RELATIONS HAVE GENERALLY BEEN APPROACHED "IN A PRAGMATIC WAY, DEFINING THEM IN A LARGE NUMBER OF SPECIFIC INTERGOVERNMENTAL AND INTERSERVICE ARRANGEMENTS RESPONDING TO PARTICULAR NEEDS. NORAD AGREEMENT IS ONE OF THE MORE IMPORTANT SPECIFIC ARRANGEMENTS."

3. THE NORAD AGREEMENT, ACCORDING TO RICHARDSON, DEALS WITH TWO ISSUES: "IT SPECIFIED ACCEPTANCE BY CANADA AND THE US OF THE PRINCIPLE THAT IT IS IN THEIR MUTUAL INTEREST TO COOPERATE CLOSELY IN THE AIR DEFENSE OF NORTH AMERICA. SECONDLY... IT PROVIDES THE ORGANIZATION THROUGH WHICH THE TWO COUNTRIES CAN COOPERATE EFFECTIVELY THROUGH THE MAINTENANCE OF INTEGRATED DEFENSE WARNING, COMMAND AND CONTROL ARRANGEMENTS...(IT) DOES NOT SPECIFY THE NATURE OR LEVEL OF THE RESOURCES THAT THE PARTIES CONTRIBUTE TO THE COMMON DEFENSE EFFORT."

4. IN REVIEWING THE 1973 TWO-YEAR EXTENSION OF NORAD, RICHARDSON POINTS OUT THAT THIS RELATIVELY SHORT-TERM EXTENSION WAS DEEMED ADVISABLE BECAUSE OF UNCERTAINTY WHETHER LONG RANGE BOMBERS WOULD BE INCLUDED IN SECOND ROUND OF SALT, AND BECAUSE OF US REVIEW OF MODERNIZATION PLANS FOR AIR DEFENSE FORCES. CANADA WAS EXAMINING FEASIBILITY OF A NATIONAL AIR SPACE SURVEILLANCE AND CONTROL LIMITED OFFICIAL USE

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SYSTEM FOR CIVILIAN AND MILITARY USE. MOST OF THIS UNCERTAINTY, MR. RICHARDSON CLAIMED, HAS NOW BEEN REMOVED.

5. AS A RESULT US AND CANADIAN AIR DEFENSE PLANNING HAS MATURED TO POINT WHERE "WE SHOULD SERIOUSLY CONSIDER RENEWING IT FOR A LONGER PERIOD IN ORDER TO PROVIDE A STABLE BASIS FOR CARRYING

PRESENT PLANS INTO EFFECT. "IN CONSIDERING RENEWAL RICHARDSON URGED COMMITTEE TO CONSIDER FIVE PRINCIPAL FACTORS; (1) THE PRESENT STATUS OF BOMBER THREAT TO NORTH AMERICA. THIS, RICHARDSON CLAIMS, CONTINUES TO DECLINE ALTHOUGH THE USSR STILL MAINTAINS A SIZEABLE FORCE OF LONG RANGE BOMBERS. AS A RESULT, IT IS PRUDENT TO MAINTAIN A MINIMUM DEFENSE CAPABILITY AGAINST BOMBERS. (2) THE NEED FOR PEACETIME SURVEILLANCE AND CONTROL OF CANADIAN AIR SPACE. RICHARDSON REFERS TO THE PROCESS OF DEVELOPING JOINT CIVIL-MILITARY SYSTEMS FOR AIR SPACE SURVEILLANCE AND CONTROL RELATED TO PEACETIME AND DEFENSE REQUIREMENTS. IN DUE COURSE, THIS WILL GIVE CANADIAN AGENCIES RESPONSIBILITY FOR CONTROL ON "ALL MILITARY AND CIVIL AIR TRAFFIC IN CANADIAN AIR SPACE FROM CENTERS LOCATED IN THIS COUNTRY..." THERE WILL AS A RESULT BE AN INCREASE IN CANADIAN AUTONOMY..." (3) CANADIAN SOVEREIGNTY. IT IS "ENHANCED BY OUR PARTNERSHIP WITH THE USA IN NORAD." (4) COSTS. RICHARDSON EXPRESSES VIEW THAT CANADA'S PARTICIPATION IN NORAD REDUCES CANADIAN DEFENSE COSTS. (5) CANADIAN-US RELATIONS. "OUR COOPERATION WITH THE USA IN NORTH AMERICAN DEFENSE IS A MAJOR POSITIVE ELEMENT IN THE OVERALL RELATIONS WHICH EXIST BETWEEN THE TWO COUNTRIES."

6. RICHARDSON CONCLUDES HIS STATEMENT BY REAFFIRMING THAT IT IS IN CANADA'S INTEREST TO RENEW NORAD AND BY COMMENTING THAT SEVERAL CHANGES SHOULD BE MADE IN RENEWAL: (1) THE "LEAD-IN" PART OF THE AGREEMENT NEEDS TO BE REWRITTEN TO REFLECT CHANGES WHICH HAVE OCCURRED, AND (2) RENEWAL SHOULD BE FOR A PERIOD LONG ENOUGH TO DEMONSTRATE OUR CONFIDENCE IN THE VALUE OF COOPERATION. LIMITED OFFICIAL USE

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UM COMMENT: RICHARDSON'S STATEMENT REFLECTED POSITIVE VIEW OF GOC TOWARDS RENEWAL OF NORAD. IN FACT, IN QUESTION PERIOD IMMEDIATELY FOLLOWING HIS STATEMENT, OPPOSITION CONSERVATIVE PARTY MEMBERS IMMEDIATELY ASKED IF DECISION HAD NOT ALREADY BEEN MADE TO RENEW AGREEMENT AND IF SO, WHY WAS RICHARDSON "WASTING THE TIME OF THE COMMITTEE WITH HIS TESTIMONY." RICHARDSON SAID IN REPLY THAT DECISION HAD NOT YET BEEN TAKEN ALTHOUGH OBVIOUSLY GOC VERY FAVORABLY DISPOSED TO DO SO. HE WAS ALSO ASKED ABOUT LENGTH OF RENEWAL, AND HE REPORTED THAT GOC CONSIDERING TWO OPTIONS: (1) A FIXED TERM RENEWAL FOR PERHAPS FIVE YEARS, OR (2) AN INDEFINITE EXTENSION WITH A CLAUSE

ALLOWING CANCELLATION OF THE AGREEMENT WITH ONE
YEAR'S NOTICE. HE DID NOT INDICATE THAT A DECISION
HAD BEEN MADE IN PREFERENCE OF ONE OR THE OTHER OPTION,
BUT STATED HIS PERSONAL PREFERENCE FOR INDEFINITE EXTENSION.
ALSO IN REPLY TO ANOTHER QUESTION RICHARDSON SAID THAT
AIR SURVEILLANCE SYSTEM WOULD MEAN THAT CANADIAN AIR
SPACE WOULD BE CONTROLLED FROM ONE CENTER IN WESTERN
CANADA AND ONE CENTER IN THE EAST. VOTE CALL INTERRUPTED
FURTHER TESTIMONY; IT CAN BE EXPECTED THAT RICHARDSON
WILL BE ASKED TO REAPPEAR BEFORE THE COMMITTEE IN THE NEAR FUTURE.

8. FULL TEXT OF STATEMENT BY POUCH TO EUR/CAN.
PORTER

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